United Nations S/2011/760

Security Council

Distr.: General
7 December 2011

Original: English

Letter dated 7 December 2011 from the Secretary-General addressed to the President of the Security Council

I have the honour to transmit the attached letter dated 2 December 2011 from the Deputy Secretary General of the North Atlantic Treaty Organization, Mr. Claudio Bisogniero, transmitting a report on the International Security Assistance Force operations in Afghanistan covering the period from 1 August to 31 October 2011 (see annex).

I should be grateful if you would bring the present letter and its annex to the attention of the members of the Security Council.

(*Signed*) **BAN** Ki-moon

11-62760 (E) 151211

Please recycle

Annex

Letter dated 2 December 2011 from the Deputy Secretary General of the North Atlantic Treaty Organization addressed to the Secretary-General

In accordance with Security Council resolutions 1386 (2001) and 2011 (2011), I attach a report on the operations of the International Security Assistance Force in Afghanistan covering the period from August 2011 to October 2011 (see enclosure). I would appreciate your making the report available to the Security Council.

(*Signed*) Claudio **Bisogniero**

Enclosure

Quarterly report to the Security Council on the operations of the International Security Assistance Force

Introduction

1. The present report, pursuant to the request under Security Council resolutions 1386 (2001) and 2011 (2011), informs the United Nations on the progress of the mission of the International Security Assistance Force (ISAF), covering the period from 1 August to 31 October 2011. As at 18 October 2011, total ISAF strength stood at 130,638 personnel provided by all 28 North Atlantic Treaty Organization (NATO) nations and 21 non-NATO nations. In September 2011, El Salvador became the forty-ninth troop-contributing nation and operational partner to ISAF. NATO and ISAF invite additional United Nations Member States to support this United Nations-mandated mission by providing mentors and trainers for the Afghan National Security Forces and to increase their support for the civilian sectors of governance and development.

2. Throughout the reporting period, ISAF continued to assist the Government of Afghanistan in accordance with relevant Security Council resolutions. From 1 August 2011 to 31 October 2011, ISAF suffered 1,968 casualties, including 152 killed in action, 1,803 wounded in action and 13 non-battle-related deaths.

3. During the reporting period, the number of partnered and Afghan-led operations continued to increase, with the Afghan National Security Forces becoming increasingly capable of responding to complex and high-profile attacks. The security incidents during the quarter were marked by the assassination of the Chairman of the High Peace Council, Professor Rabbani, on 20 September. Despite progress in the south and south-west, security incidents in the east have increased significantly this year, with this quarter being no exception. This quarter also saw a huge increase in improvised explosive device activity compared with last year, but a significant decrease in complex and coordinated attacks compared with the same period in 2010. Joint ISAF-Afghan forces have continued to maintain military pressure through partnered operations, and the insurgency has avoided decisive engagement in order to preserve their forces.

4. Additional noteworthy events for the reporting period are as follows:

(a) During this quarter, security in the seven tranche 1 areas that began transition has been maintained in large part owing to the continued expansion and increasing effectiveness of the Afghan National Security Forces. However, challenges do remain, and much will depend on the ability of the Government of Afghanistan to deliver better governance to shore up security gains;

(b) On 25 August, President Hamid Karzai publicly backed the Independent Election Commission's decision to replace nine sitting parliamentarians. The parliamentary election process was brought to a close this quarter, allowing the Wolesi Jirga to begin executing its responsibilities;

(c) On 6 September, the NATO Senior Civilian Representative and the ISAF Commander hosted a round table on Afghanistan's economy, which was attended by the United Nations Assistance Mission in Afghanistan (UNAMA), the World Bank, the European Union, the United States of America, the United Kingdom of Great

Britain and Northern Ireland and Germany. The meeting was focused mainly on the challenges facing the domestic economy in light of the drawdown of ISAF through 2014;

(d) On 4 October, President Karzai and the Prime Minister of India, Manmohan Singh, signed an agreement on strategic partnership between both countries. The agreement covers trade, the economy, energy, education and security. India also agreed to assist in the training and equipping of the Afghan National Security Forces;

(e) On 10 October, the United Nations released a report on the mistreatment of detainees in a number of facilities of the National Directorate of Security and the Afghan National Police across Afghanistan. ISAF took immediate action and suspended transfers of detainees to the facilities identified in the UNAMA report. It also developed an improved framework for inspection, certification, training of interrogators and long-term monitoring, which is being implemented at all the facilities associated with the mistreatment of detainees. ISAF remains committed to eliminating human rights violations in detainee operations and will continue to work closely with the Government of Afghanistan and UNAMA on this issue;

(f) On 19 October, the Minister for Finance and the Special Representative of the Secretary-General for Afghanistan co-hosted the first meeting of the Joint Coordination Monitoring Board since November 2010. The meeting, inter alia, restored the Kabul Process. This outcome is expected to contribute to the Bonn Conference on 5 December 2011;

(g) On 29 October, a Joint Afghan-NATO *Inteqal* Board agreed on the areas that should start the *inteqal* process as part of the second tranche, and on 27 November, President Karzai publicly announced those areas. Once implementation of the second tranche begins, approximately half of Afghanistan's population will be living in transitioning areas. The Government of Afghanistan and ISAF are preparing for implementation to begin in December 2011.

Security situation

5. The inability of the insurgency to execute the guidance of the Taliban senior leadership to increase operations during May, June and July and the failure by the insurgents to resume activity following the end of Ramadan support the view that the 2011 insurgent fighting season was effectively suppressed throughout many parts of the country. High-profile attacks continued to increase nationwide and remain focused at discrediting the ability of the Government of Afghanistan and the Afghan National Security Forces to provide security. The latter has demonstrated an increasing ability to respond to such security incidents, which is a positive sign for the future security of the country. Areas in transition have remained largely unchallenged by insurgent operations. Improvised explosive devices remain a favourite weapon of the insurgency to avoid direct engagement with and limit the freedom of movement of ISAF.

6. Reintegration efforts continued throughout the reporting period with a focus on expanding reintegration, especially in the south and south-west of Afghanistan, in an attempt to capitalize on a growing trend of dissatisfaction among lower-level insurgents. In early September, immediately following Ramadan, a Kandahar Reintegration Conference was held with the strong support of ISAF in Kandahar

City. The Conference was aimed at initiating a reintegration surge in southern Afghanistan by bringing provincial and national civil-military stakeholders together to better synchronize security, reintegration and community recovery efforts. As the needed structures are now in place, including the financial tools at the provincial level, the governors were encouraged to be proactive in energizing outreach initiatives in accordance with their responsibilities.

7. On 20 September, the Chairman of the High Peace Council, Professor Rabbani, was assassinated while welcoming an alleged former insurgent to negotiations at his home. Despite the significant impact on the political scene, the assassination is not likely to have a large impact on reintegration results, as most of the work is accomplished at the provincial, district and local levels. This tragic event has also affected the reconciliation process. Despite these events, donor countries have renewed their commitment to support the Afghan Peace and Reintegration Programme, which is crucial for peaceful transition in Afghanistan. As of the end of October 2011, the Programme had formally reintegrated more than 2,700 insurgents, up from around 400 at the end of July.

8. Regionally, the security situation is as follows:

(a) *Regional Command South-west*. Afghan National Security Forces/ISAF forces are extending the security bubble into the province's northern and southern districts. Central and northern Helmand and the Sangin and Kajaki districts have experienced increased freedom of movement. Operations in southern Helmand are disrupting the flow of insurgent fighters and supplies from Pakistan. The capability of the Afghan Uniformed Police continues to improve, and many units are able to operate without ISAF support. Overall incidents of violence continue a downward trend and are lower than in the same period of the previous year;

(b) *Regional Command South*. Despite attempts by the insurgency to disrupt Government of Afghanistan gains in Regional Command South, and specifically the Kandahar area, efforts to improve governance and security have shown progress. Afghan Taliban will maintain the south as a focus area, but a decreasing trend in violence during the reporting period has demonstrated their inability to rebound to levels previously seen in the area over their critical fighting season. ISAF operations have continued to increase pressure upon the financial and logistical networks of the insurgents, further limiting their capabilities. As a result, it is expected that focused intimidation and assassinations will continue to grow in prominence since they require fewer resources;

(c) *Regional Command East*. Violence has persisted at higher levels than anticipated and has spread across the Regional Command owing to the geographical diversity of the enemy. Supplies and fighters originating in Pakistan and transported across the border enabled the insurgency in the region to maintain its operational capability and high operational tempo. Operations of ISAF and the Afghan National Security Forces, coupled with Afghan local security initiatives, are attempting to interdict these supply routes and increasingly disrupt insurgent operations in the region;

(d) *Regional Command North*. While some threats exist, Regional Command North experiences relatively low levels of attack and is a largely secure environment in comparison with the rest of Afghanistan. Local insurgents are capable of conducting only occasional improvised explosive device attacks, harassing actions

and attempts at high-profile attacks, which are often aimed at minimizing Tajik influence in the north;

(e) *Regional Command West*. A continuation of successful Afghan National Security Forces and ISAF operations, increased effective targeting of insurgents and local populace support are the main reasons for the decrease in security incidents compared with same time frame last year. As a result, insurgents appear to be losing their freedom of both movement and action, and are joining the reintegration programme in increasing numbers;

(f) *Regional Command Capital*. Fewer security incidents throughout Kabul City and Province were seen during the past quarter compared with the same time frame last year. This is likely as a result of operations carried out from May through August and successful cache-finding operations. Of note were a number of high-profile attacks within Kabul Province, where the Afghan National Security Forces demonstrated a very capable response. During this period, insurgent attacks were focused primarily on attempts to challenge the perceptions of improved security under Afghan National Security Forces responsibility.

Afghan National Security Forces

9. The Afghan National Security Forces continue to make progress in both size and capacity as they prepare to assume the security lead and complete the transition process in 2014. The October 2011 growth goal of 305,600 has been met, and the Afghan National Security Forces remains on track to reach the October 2012 growth target of 352,000. With the support and advice of ISAF, the Afghan National Security Forces units are becoming increasingly capable in general and are improving their ability to conduct autonomous operations. Efforts are being made to establish proficient headquarters at the national and regional levels and to improve planning and coordination capacities. Representation of women is also growing, with currently around 1,500 of them serving in different positions across the Afghan National Security Forces, including five female pilots in the Afghan Air Force.

10. The Afghan National Security Forces is progressively assuming more responsibility for training their own forces. The establishment of training institutions, which is close to completion, fosters the progressive professionalization of the Afghan National Army and Afghan National Police within five focus areas: training Afghan trainers and instructors; accelerating leader development; building literacy and vocational skills; inculcating an ethos of stewardship; and developing enduring institutions, systems and enablers. Trainers and advisers from the international community are still needed to accelerate the professionalization of the Afghan National Security Forces and to ensure their effectiveness and sustainability.

Afghan National Army

11. The Afghan National Army has grown to just over 173,000 soldiers and has entered the last fielding phase, the goal of which is to reinforce the sustainability of a more balanced professional force able to assume the security lead. To this end, Combat Support and Combat Service Support units, as well as Corps and Brigade troops, are being formed and trained. A more autonomous logistics branch continues to be developed, including an Afghan National Army health system with emphasis on management of medical quality. Furthermore, efforts are being made to finalize the establishment of a complete training organization allowing the Afghan National

Army to professionalize the force by themselves. An Afghan National Army Training Command was established to this end, and 12 branch schools permanently work at full capacity with more than 20,000 trainees. The overall training level for the army is increasing slowly but steadily.

12. Afghan National Army recruiting remains strong and ethnically balanced. Rates of retention have exceeded objectives but are still challenged by high attrition rates that generate additional recruitment and training costs. To address this persistent issue, a comprehensive plan, including mid- and long-term solutions, has been developed in partnership with Afghan leaders.

13. For operational Afghan National Army units in the field, there are several areas which must see improvement, namely, leadership skills, high attrition, staff planning, tactical coordination, and logistics.

Afghan Air Force

14. The development of the Afghan Air Force is under way, and in addition to personnel recruitment and professionalization highlighted in previous reports, infrastructure build up has made significant progress. Twenty-two new facilities have been delivered in support of a self-sustaining force. Important investments are foreseen to improve Afghan Air Force training institutions and infrastructure, which are critical conditions for sound development and self-sustainability. Fifty-nine aircraft are in service within the Afghan Air Force, including 42 helicopters. This number will increase to 145 aircraft once the Air Force is fully fielded in 2016. The strength of the Afghan Air Force has reached 4,900 personnel. International support remains critical for development and training of the Afghan Air Force.

Afghan National Police

15. The current strength of the Afghan National Police is slightly higher than 139,000, with approximately 10,000 police officers assigned to various training programmes. Greater emphasis is being put on professionalizing the Force. The Afghan National Police Basic Course (now named the Initial Police Training Course) has been extended from six weeks to eight in duration. All new recruits will undergo the training, whether they enter as patrol officers, non-commissioned officers or officers.

16. For the first time since the establishment of the Force in 2006, a new Afghan National Civil Order Police brigade was formed. Furthermore, there have been improvements with the special units of the General Directorate of Police. This force most notably took on a significant role in successfully disrupting recent attacks in Kabul City.

Institutional capacity

17. The security ministries, with the assistance of the NATO Training Mission-Afghanistan and Combined Security Transition Command-Afghanistan, are continuously working to develop their capability to generate and sustain the Afghan National Security Forces.

18. The Ministry of Defence and the General Staff are assessed as requiring some coalition assistance to accomplish their mission. Progress has been made in strategic communications, defence budgeting, readiness reporting and the provision of

logistics support. Furthermore, during the reporting period, the Ministry of Defence improved its capability, as demonstrated by the management of the implementation of transition for tranche 1.

19. The Ministry of the Interior is currently assessed as requiring coalition assistance and is expected to progress to requiring only some assistance by the end of 2012. Four of eight regional logistics centres and one provincial supply point have been built and are currently functioning, although the ability to fill civilian positions is hampered by the lack of civil service pay and grade reform.

Private security companies/Afghan Public Protection Force

20. During the reporting period, the six-month assessment of progress was completed, which concluded that the State-owned enterprise was not sufficiently developed, nor was the Afghan Public Protection Force on track to make the timelines to meet the requirements of the bridging strategy and Presidential Decree. As a result, the ISAF Commander and the United States Ambassador approved the development of a Joint Programme Executive Office, an essential precursor to the development of the State-owned enterprise within the Ministry of the Interior. The Joint Programme Executive Office will assist the Government of Afghanistan in the transition of security services from private security companies to the Afghan Public Protection Force and will assist the latter in building the necessary capacity to provide uninterrupted security services throughout Afghanistan. A great deal of planning activity is being undertaken to establish the Joint Programme Executive Office to be at initial operating capability by 1 December 2011 with full operating capability by 1 March 2012. Afghanistan Security Forces Funding has been approved by the United States State Department and was to have been ratified by Congress in mid-November. The President of Afghanistan was to have been briefed on the concept of the Joint Programme Executive Office and progress to date on the bridging strategy in late November.

Afghan Local Police

21. The Ministry of the Interior-led Afghan Local Police programme continues to expand. As at 27 October 2011, 53 out of 99 Afghan Local Police districts had been validated as operational by the Government of Afghanistan. The total number of personnel is close to 8,500, further improving the security situation as well as public perception of the Afghan Local Police. The programme has proven to be a significant threat to the insurgency in key areas throughout Afghanistan. In response, insurgents have engaged in intimidation campaigns and targeted assassinations against members of the Afghan Local Police and their families. These attacks have failed to intimidate local communities, with the Afghan Local Police effectively protecting their villages against insurgent attacks.

Civilian casualties

22. The second quarterly ISAF conference on civilian casualties was held on 12 October. Civilian casualties, regardless of who causes them, continue to be of significant concern to ISAF and the Government of Afghanistan. Minimizing the number and scale of such incidents remains of critical importance for ISAF. Any incident of civilian casualty is one too many. Moreover, the need to effectively manage the consequences of such incidents when they do occur is considered as

vitally important, and there are a number of procedures in place to address the issues resulting from civilian casualties as quickly and effectively as possible. Reporting for this quarter indicates that the insurgents are responsible for causing approximately 85 per cent of all civilian combat-related deaths and an even higher percentage of overall civilian casualty-related incidents. However, insurgents can still exploit and manipulate civilian casualty events to their advantage, since ISAF is perceived to be accountable by the Afghan population for all incidents in which casualties occur. The overall number of civilian casualties is down during the reporting period. The number of civilian casualties caused by ISAF dropped by 27 per cent when compared with the previous reporting period, while those caused by insurgents decreased by 20 per cent. ISAF efforts to reduce civilian casualties and the disregard of the insurgents for the Afghan population with their indiscriminate use of improvised explosive devices remain key messages.

Counter-narcotics

23. The United Nations Office on Drugs and Crime 2011 Afghanistan Opium Survey showed that poppy cultivation had increased 7 per cent countrywide from 2010 to approximately 131,000 hectares, with 95 per cent of total cultivation taking place in nine provinces in the southern and western regions. This increase is predominantly in areas with a lack of security, governance and economic development where farmers were attracted to the high opium prices as a result of previous shortages of opium brought on by the 2010 poppy blight.

24. Within the limits of its mandate, NATO/ISAF continued to target the narco-trade where there has been a clear connection with the insurgency. Partnered Afghan and ISAF operations provided access to development and law enforcement efforts, which have been aimed at providing viable and sustainable alternatives to illicit farming. Observable trends (such as the situation in central Helmand) show that within the ISAF-generated "security bubbles", where the presence of the Afghan Government was strong, poppy cultivation ceased almost entirely. Helmand Province, which is the largest producer of opiates, registered a third successive year in poppy reduction, with dramatic decreases in the Marjeh district, the area of focus for ISAF operations. The extensive engagement of ISAF in Helmand therefore shows that sustainable changes to the poppy economy can be achieved with coordinated and parallel improvements in security, governance and rural development.

25. ISAF will continue to work closely with other international community actors to support the Government of Afghanistan in its comprehensive national drug control strategy while continuing to refine the understanding of the linkages between the narcotics trade and the insurgency, as well as the confluence between the narco-trade and corruption. Sustainable counter-narcotics gains in Afghanistan are dependent on a holistic approach and long-term commitment.

Governance

26. Governance capacity in Afghanistan experienced marginal improvements over the past quarter that included continued implementation of the transition process, renewed progress to resolve the Kabul Bank crisis, and some resolution within the Parliament over past election results. However, further development of governance is needed to underpin the transition process, and international civilian support must be provided to enable future growth, as follows:

(a) The Afghan Government continued to work jointly with NATO on the implementation of tranche 1 areas of transition as well as the planning for tranche 2. In all respects, this process has been systematic and deliberate and has been increasingly supported by strong interaction among multiple Afghan ministries. Thus far, the process of transition remains sound, and initial progress has been positive. As expected, insurgents have attempted to destabilize the transition process, but the Afghan Government has been resilient;

(b) The Afghan Government has made substantial progress in addressing the Kabul Bank crisis during the reporting period. The major hurdles impeding a new International Monetary Fund (IMF) programme were removed, including parliamentary approval of the bill on the recapitalization of the Central Bank. A new IMF programme is expected to be put in place during the next quarter. Some structural reforms have been established and should assist in helping to prevent a similar crisis in the future. This progress has restored donor confidence in the Kabul Process;

(c) The Joint Coordination and Monitoring Board held its first meeting in almost a year, resulting in the endorsement of seven additional national priority programmes. At least six more such programmes are expected to be endorsed during the next quarter, marking a significant advancement in the Kabul Process;

(d) During the past quarter, the Wolesi Jirga finally began executing some of its responsibilities in over a year since its members were elected by the Afghan people. Regarding the election process, the Independent Election Commission annulled the membership of nine deputies (not the 62 as heralded in the previous quarter) and swore in nine new members of Parliament. The office of the NATO Senior Civilian Representative is actively working with ISAF to remain engaged with Parliament; this is a critical period, and it is essential that engagement be conducted with the necessary degree of political sensitivity and respect for Afghan sovereignty. Close cooperation with the wider international community, in particular UNAMA, will be vital in this endeavour.

27. On the diplomatic front, President Karzai and the Afghan Government participated in several regional conferences and increased the level of international engagement. During the quarter, Afghanistan established its first strategic bilateral partnership through a signed agreement with India. Negotiations continued between the United States and Afghanistan towards a similar partnership. Relations between Pakistan and Afghanistan during the reporting period were strained owing to issues of cross-border shelling.

28. During the reporting period, a NATO Building Integrity programme team visited Kabul (9-15 September) and had meetings with Minister of Defence Wardak, Dr. Ghani (Special Adviser to the President) and a number of senior officers from the Ministries of Defence and the Interior. The team discussed the Building Integrity peer review reports (based on Building Integrity self-assessments conducted by both Ministries) with senior ministry staff to gauge Afghan reaction to the reports and identify appropriate courses of action. In meetings with the World Bank, European Police Office, embassies based in Kabul, UNAMA and the United Nations Development Programme, the team also increased awareness of the NATO Building Integrity programme among stakeholders and encouraged international community organizations and stakeholder countries to support the Building Integrity programme. The visiting team was well received by the Afghans, who have taken a

series of measures to support the programme. The Building Integrity programme is a valuable long-term element of the NATO Enduring Partnership with Afghanistan.

29. Although some progress has been made by the Government of Afghanistan in addressing corruption within official structures, the situation in Afghanistan remains highly challenging. The Government of Afghanistan addressed some high-profile cases, such as one involving the Ministry of Transport and Civil Aviation being forwarded to the High Office for Oversight of Anti-Corruption and the 17 Kabul Bank-related cases being forwarded to the Attorney General's Office. Recent achievements in counter-corruption efforts have been encouraging in the areas where the international community has an important role. The perception of the Afghan population of corruption within the Government of Afghanistan and its impact on their daily life is gradually changing. ISAF efforts are focused on increasing the political will of Afghan leaders to address the problem by demonstrating that both the country and their interests will benefit from their own efforts. Through its anti-corruption dedicated structure, task force *Shafafiyat* (transparency), the working relationship between ISAF and Afghan officials improved significantly, as senior Afghan leaders now better understand and want to participate in ISAF anti-corruption initiatives, especially within the Security Ministries and the Judiciary. Gaining the sponsorship of President Karzai, Afghan leaders have established on ISAF initiative high-level forums with the international community to jointly address the issue of official corruption.

Provincial Reconstruction Teams evolution

30. During the reporting period, the NATO Senior Civilian Representative suggested to the Provincial Reconstruction Teams contributing nations that they submit draft evolution plans by mid-November 2011. The evolution plans will ideally explain how the Provincial Reconstruction Teams concept will shift from direct delivery to building capacity; what the anticipated end-state of the evolution of the Provincial Reconstruction Teams will be as the province completes the transition process; what critical functions the Provincial Reconstruction Teams are currently providing; and which Afghan entities will assume those functions after the Provincial Reconstruction Teams have been phased out.

Development

31. During the reporting period, the combined efforts of ISAF and the Afghan National Security Forces created a favourable context to transition in several areas. The improved security situation across the country allowed a number of development projects to be implemented. There were notable improvements in strategic infrastructures as well as in Afghan welfare owing to the improved security conditions achieved by ISAF and the Afghan National Security Forces. Noteworthy points from the reporting period include:

(a) The road network has continued to make progress. The rehabilitation works at Salang Tunnel are projected to be completed before winter. However, the East-West corridor and the last segment of road in the Helmand River upper valley from the Kajaki dam to the Ring Road are still waiting for funding;

(b) In August 2011, the tender for the first phase of construction of the Kamal Khan dam on the Helmand River was awarded. As the dam will have an impact on the flow of water from the Helmand River into Iran, transnational water

agreements to facilitate its implementation as well as potential international investments in other dam constructions in Afghanistan will be required;

(c) The development of Afghanistan's rail system is critical to the country's economic expansion, particularly in the mining sector. An operations and maintenance contract with the Uzbek Railway Company was signed, making the rail line from Mazar-e-Sharif to Hairatan ready for operation. In addition, an ISAF-enabled Rail Advisory Team was established in October 2011 to work closely with the Government of Afghanistan, donors and the mining industry in supporting the plans of the Government for railway development and its links into the wider regional railway networks;

(d) Work is in progress for the first phase of the Kabul International Airport transition plan, which will take into account training for Afghan staff working in aeronautical-specific functions. This plan will serve as a reference basis for the plans being developed by the aviation authorities in Kandahar, Mazar-e-Sharif and Herat. In addition, the Multilateration System, which is currently being implemented, will provide an increase in flight safety and efficiency. ISAF is working with the Ministry of Transport and Civil Aviation, and the aviation authorities of the United States and Germany to develop the Afghan civil aviation authority in order to tighten governance in this critical sector;

(e) The Afghan Government is looking to generate increased tax revenues by introducing a value added tax on consumer goods in 2014 in order to offset declining aid funding. This will be an important step in enabling the Government of Afghanistan to leverage post-ISAF operations and maintenance costs for the Afghan National Security Forces, the fiscal gap created by operational expenditures and the impact on both human and financial capacities of the Government of Afghanistan to continue and uphold its functions.

32. Simultaneous progress in security, governance, development, reconciliation and regional cooperation, with a particular focus on Afghanistan, is necessary to support the transition to the Afghan lead for security in 2014 and enable the Afghan authorities to effectively assume responsibility for their country.